

The Census Bureau's Local Update of Census Addresses (LUCA) Program

1999 Address List Review Opportunity
for Areas That Do Not Have House
Number and Street Name Mail Delivery

U.S. Department of Commerce
Economics and Statistics Administration
BUREAU OF THE CENSUS

Introduction

Census 2000 preparations are underway. One of the fundamental strategies for success is building partnerships at every stage of the process: partnerships with state, local, and tribal governments, as well as partnerships with other organizations and individuals interested in the success of the census. The Census Bureau welcomes the knowledge of governmental partners, and governments that participate will help assure an accurate census for their community.

The Census Address List Improvement Act of 1994 (Public Law 103-430) recognized that a complete and accurate address list and related maps are the foundation for a complete and accurate census. It also directed that the Census Bureau form partnerships with local and tribal governments willing to assist in improving the address list for Census 2000. This Address List Review opportunity, also referred to as the Local Update of Census Addresses or “LUCA” program, is the first time the law has allowed local and tribal governments to help develop the list of individual residential addresses for a decennial census.

The 1999 Address List Review opportunity described in this booklet focuses on areas that mostly do not have house number and street name mail delivery. The 1999 activity, together with the companion activity in 1998, replaces and improves upon the 1990 census local review program. The 1990 census local review program allowed 15 days for local and tribal officials to review the number of addresses in each census block. The current Address List Review approach provides much more time for participants to organize their address records, review the related census maps, and comment on the count of addresses for each census block.

This Address List Review opportunity also occurs at the point in Census 2000 preparatory operations when local and tribal suggestions are most valuable for taking the census. It provides an opportunity for local and tribal governments to tell the Census Bureau about blocks in which the Census address list and maps need to be re-checked before they are used to deliver questionnaires for Census 2000.

This booklet provides an overview of the 1999 Address List Review activity and the information local and tribal governments need to plan their participation. During this review, participating local and tribal officials can:

- Identify census blocks in which the Census Bureau needs to recheck its list of residential addresses because it differs from the local or tribal address count for that census block.
- Make any needed corrections to the related census maps.

How is the Census 2000 address list created for 1999 program areas?

The Census Bureau started with maps showing all known streets and roads in each community. During the past several months, the Census Bureau hired a staff of temporary field listers to compile a comprehensive residential address list. They did this by systematically visiting each census block and noting the location of living quarters within each census block on their census map. The field listers also recorded the mailing address, E-911 address, or location description of each living quarters along with the census block number. The map and living quarters information these listers compiled was entered into the Census Bureau's geographic and address data bases.

The next step involves you! We want to obtain your advice about which census blocks do not have the correct number of housing unit addresses and find out if our maps are missing any streets or roads they should show. Following your review, the Census Bureau will relist census blocks for which you identify housing unit count discrepancies. The following diagram shows the major address list development activities for areas in the 1999 program.

1994-----> Summer 1998-----> Winter 1998-1999-----> 1999

Census Map Preview	Address Listing Operation	Update:
Address Listing Map Review	Initial Census 2000 Address List	Local and Tribal Address List Review Opportunity

Finally, in March 2000, shortly before Census Day, temporary Census Bureau staff will take the address list and census maps and check them against what exists on the ground as they hand-deliver a census questionnaire to each housing unit they find. While doing this, they will update the Census address list and related maps to include new housing units and roads, and delete records for housing units that no longer exist. For any address not on the list, the Census Bureau will hand-address and deliver a questionnaire. Following questionnaire delivery, residents of each living quarters will be asked to complete their census questionnaire and return it using the postage paid envelope.

Why should local and tribal governments participate?

Participation in the 1999 Address List Review is voluntary. Billions of dollars in federal and state funds are distributed to governments each year based on decennial census population totals. Census 2000 will provide this information for the next decade. Because Census 2000 is important for every community, many local and tribal governments are taking advantage of this partnership opportunity.

Local and tribal governments can help assure a complete and accurate Census 2000 by participating in this program. Participating governments can use their knowledge about local situations to help the Census Bureau improve the quality of the Census address list for their area. For example, newly constructed housing units are more likely to be missed than houses built years earlier. Local and tribal governments know where new construction activity is occurring and can use this information to ensure that these census blocks have the appropriate number of addresses on the Census address list. If the number of addresses for any block is not correct, participants can tell us where we need to recheck the Census address list and maps.

1999----->Summer 1999----->Spring 2000----->April 2000

Update: Census Bureau Conducts Field Check	Feedback/Final Determination to Tribal and Local Participants	Appeal Process	Update: Census Bureau Delivery of Census 2000 Questionnaires	Census 2000
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If a jurisdiction does not have the staff or financial resources to do the review itself, it can designate another willing agency, such as a regional planning commission or a county planning department, to do the review for it.

When can local and tribal governments participate?

The Census Bureau mailed invitation letters to local and tribal governments in September 1998. As jurisdictions express their interest in participating and the Census Bureau finishes processing the materials from the address listing operation, the Census Bureau will prepare the corresponding maps, census housing unit summaries, and address lists for their review. Each participating government will have time to review the census maps and census block housing unit summary list. Participants return to the Census Bureau a list of census blocks to recheck. The Census Bureau will start delivering these materials in January 1999, and delivery will continue through April 1999.

What materials will the Census Bureau provide?

The Census Bureau will provide the maps, census block housing unit summary list, and a list of addresses for each participating government. It can provide the census housing unit block tallies and address list as a paper printout or in computer-readable format (either on a diskette or CD-ROM). Participants will notify the Census Bureau of their product preferences using the “materials request form.”

Computer-Readable Format

Jurisdictions with large numbers of addresses (a thousand or more) often will find the computer-readable format more flexible because the file can be imported into a variety of commercial spreadsheet or database programs. The Census Bureau will provide a comma-delimited ASCII file to interested participants using the record layout shown below. The participant then will be able to sort the Census address list in a variety of ways, such as alphabetically by street name, or geographically by census block number or ZIP Code, and print only the desired portions of the list.

Computer Readable Format Census Block Housing Unit Summary List

Maximum Length (characters)	Field Name
11	Participant entity ID code
2	FIPS* state code
3	FIPS county code
5	FIPS place code
5	FIPS MCD ** code
4	Census American Indian and Alaska Native area code
1	Trust land indicator
6	Census 2000 collection block number
7	Residential housing unit count for this census 2000 collection block
7	Blank (Local/Tribal governments enter their residential housing unit count for this census 2000 collection block)

* *Federal Information Processing Standards*

** *Minor Civil Division*

Computer Readable Address List File Format

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5	FIPS MCD code
4	Census American Indian and Alaska Native area code
1	Trust land indicator
13	Master Address File ID number
6	Census 2000 collection block number
5	Map spot number and suffix
-	Unused field
1	Special place flag
1	Address type flag
10	House number
43	Street name
13	Apartment/Unit designation
60	Location description
20	Mailing address (Rural Route/Highway Contract Route/PO BOX)
5	Mailing ZIP Code
6	1990 census tract number and suffix
4	1990 census block number and suffix
8	Map spot latitude
9	Map spot longitude
5	Census Bureau codes

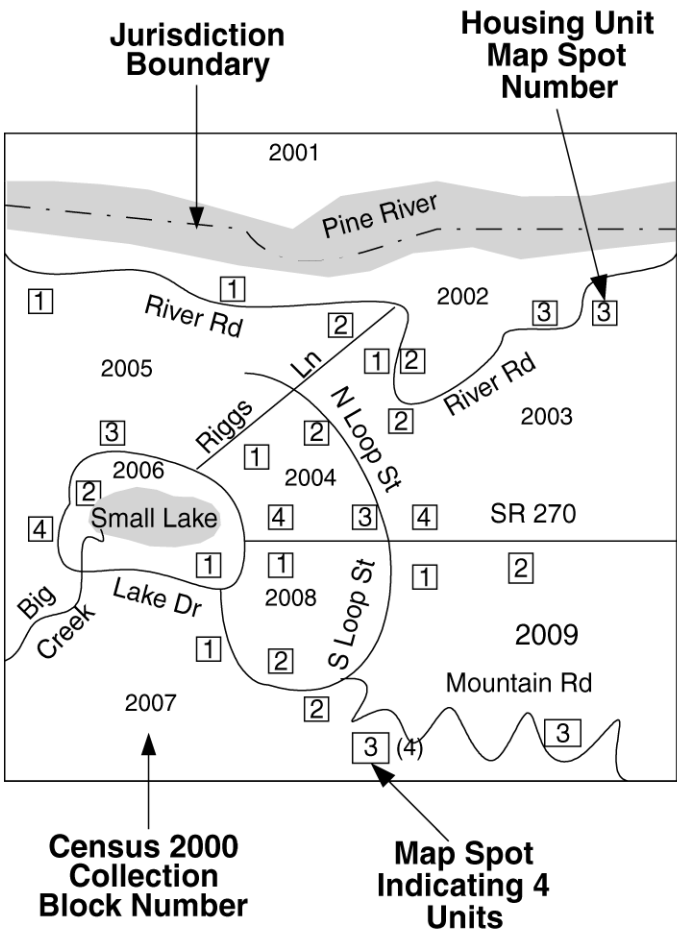
Participants interested in using computer-readable files can direct inquiries about hardware and software requirements, and computer file management and handling issues, to the Census Bureau's technical help desk. The toll-free number is 888-879-6656.

Paper Printout

Most jurisdictions are likely to find the paper printouts easier to work with, especially those with limited computer resources. Below is an example of the paper census block housing unit summary list for a non-tribal jurisdiction. The Census Housing Unit Count column on the Block Housing Unit Summary List is the number of addresses in the initial Census address list; these numbers will change as a result of continuing Census 2000 operations.

FIPS Cnty	FIPS Place	FIPS MCD	2000 Block Number	Census Housing Unit Count	Local Housing Unit Count
243	74648	93985	1309	2	
243	74648	93985	1311	N/A	
243	74648	93985	1312	N/A	
243	74648	93985	1313	3	
243	74648	93985	1316	1	
243	74648	93985	1317	6	
243	74648	93985	1318	4	
243	74648	93985	1325	13	
243	74648	93985	1326	N/A	
243	74648	93985	1327	3	
243	74648	93985	1328	N/A	
243	74648	93985	1329	N/A	
243	74648	93985	1330	1	
243	74648	93985	1331	2	
243	74648	93985	1333	4	
243	74648	93985	1334	N/A	
243	74648	93985	1335	5	
243	74648	93985	1336	3	
243	74648	93985	1337	1	
TOTAL				48	

In addition to the block summary tallies and Census address list, the Census Bureau will provide paper maps showing the entire territory of the participating jurisdiction and the recently determined block numbers to be used for Census 2000 data collection operations. (Please note: These are not 1990 census block numbers, and they will not be used for Census 2000 data tabulation.) Upon request, the Census Bureau will provide a TIGER/Line file on CD-ROM containing the streets and other information shown on the paper maps. Below is an example of a paper map.



How should a jurisdiction review the block summary tallies and the address list?

Each participating government must decide for itself how to conduct the review. Consider your available time, the information you have readily available, and the staff or computer resources you have. All levels of government are faced with limited resources, including the Census Bureau. Given the important role of the address list in Census 2000, the Census Bureau is devoting substantial resources toward developing a complete and accurate address list nationwide. For this reason, the Census Bureau is not suggesting that every participating government needs to review the housing unit tally for every individual census block on their portion of the list. Rather, the Census Bureau recommends a more productive approach, focusing on areas where addresses are more likely to be missed in a national compilation effort.

Local and tribal governments are in the best position to identify areas with potentially missing or incorrectly assigned addresses. For example:

- Has there been recent new construction activity in your community?
- Are there areas that have changed from single-family homes to multi-family homes and vice versa?
- What about commercial or former public buildings that have been converted to residential use?
- Are there new mobile home parks or even scattered new mobile homes?
- Do you have apartment buildings or boarding houses with irregular or missing numbering schemes for the individual units?
- Are there blocks where you believe the Census Bureau missed housing units in 1990?
- Has your community recently annexed new territory, and thus new addresses?

Focusing your attention on these types of situations will provide the greatest benefit to your community and the most productive use of your limited staff resources.

What local or tribal information will be most useful to review the block summary list?

Each participating jurisdiction likely will have different information sources. In addition, there may be a list of addresses for your jurisdiction maintained by another level of government that might be useful in developing your block-level housing unit tallies. (A jurisdiction can arrange for another entity to assist it in reviewing the block summary list.) The following table provides suggestions showing the types of sources that might be useful.

Review focus	Local/Tribal list
New housing	New housing construction or building permits Housing inspection records Housing occupancy permits Planning or zoning records Tribal motor vehicle records Tribal school enrollment records Local/tribal utility hook-up records
Conversions of single-family housing to multi-family use	Housing inspection records Local/tribal utility hook-up records Zoning change records
Commercial/public building conversions	Housing inspection records Local/tribal utility hook-up records Zoning change records
Mobile home parks	Tribal school enrollment records Local/tribal utility hook-up records Zoning/planning records
Apartment buildings	Driver’s license files Housing inspection records Local/tribal utility hook-up records
Additions to territory	Annexation records Assessment or taxation files Utility company records Local/tribal school enrollment files
All housing	Assessment or taxation files Driver’s license files E-911 files Local/tribal utility company records Local/tribal school enrollment files Tribal motor vehicle records Voter registration files

Strategies for compiling local block tallies

You need not prepare housing unit tallies for all census blocks to participate in this program. We suggest that you focus on census blocks in which the housing stock has changed the most since 1990. Furthermore, by focusing on areas that you know have changed, you will identify areas that will receive the greatest benefit with a minimum amount of resources.

Many governmental units have access to current and comprehensive files of housing units. We recommend the use of such files, especially those that are updated frequently and are flexible enough to produce housing unit tallies at the census block level.

Using local and tribal files

Address Listings/Files - maintained by your government (including those used for mass mailings or needed to provide essential services, such as police, fire or sanitation programs) or purchased from commercial vendors are an acceptable source for creating housing unit tallies for each census block, provided they are current and comprehensive. You also can update comprehensive address listings/files with additions and deletions from other local records.

Tax Assessment Records - may supply up-to-date tallies of housing units.

Utility Connection Records - (electric, gas, water or sewer) are other sources for developing housing unit tallies.

Updating comprehensive block counts

If you have comprehensive block counts of housing units that are outdated, you may update them by supplementing them with counts from other local sources. For example, you may try updating the 1990 census block counts by supplementing them with counts retrieved from property permit records since April 1, 1990.

Make certain that the 1990 census blocks, as shown on 1990 block maps, correspond identically with the 2000 census blocks shown on your 1999 Address List Review maps. In some cases, a new road or development will split an existing census block, rendering the 1990 census count unusable for creating a 2000 census block estimate.

Property Permit Records - update an older comprehensive base file by supplementing it with property permits, such as those maintained for new construction, demolitions, mobile homes and occupancy status changes. The older comprehensive base file can be brought up to date by adding and deleting the number of units constructed, demolished, or changing status.

In some parts of the country, mobile home permits are issued every time an occupant moves. If this is the practice in your jurisdiction, you should not use this type of record to prepare your estimates, since this method may result in duplicated addresses.

Certificates of Occupancy and Demolition Permits - used in conjunction with comprehensive census block counts, may provide an accurate estimate of housing units at the census block level. In some parts of the country, occupancy permits are issued every time an occupant moves. If this is the practice in your jurisdiction, you should not use this type of file to prepare your estimates, since this method may result in duplicated addresses.

Neighborhood visits

Although the Census Bureau recently visited all blocks in order to compile the Census address list, a jurisdiction may wish to conduct visits to neighborhoods where the address list is likely to be missing housing units, such as new housing developments and areas surrounding the jurisdiction's boundaries. Jurisdictions adopting this strategy should use the maps provided by the Census Bureau to identify areas that they believe require visits. They then can provide the portions of the block summary list, Census address list, and maps that need to be reviewed to their personnel who are conducting the neighborhood visits.

Special censuses

You may use the results of special censuses performed by state or other local agencies if they were done in accordance with Census Bureau guidelines. You must aggregate all housing unit estimates to the census block level, making them current by supplementing with records from other sources

Aerial photography and land use maps

Aerial photographs and land use maps are particularly useful for developing estimates of the housing stock in sparsely populated areas; however, you should use caution because structures shown might be nonresidential (such as a commercial or farm building). Also, determining the number of individual housing units in a multi-unit building may not be possible using either source.

Multiple sources

If you use more than one source to create local housing unit tallies, make sure that you do not “double count” housing units from separate sources. You might need to unduplicate housing units using individual addresses to avoid a systematic over-count.

American Indian and Alaska Native Housing Unit Sources

You may use tribal records for preparing local housing unit tallies, if they identify all housing units (including those occupied by non-Indians). Because many lists of housing units may overlap, check to make certain that they are counted only once. You should aggregate all estimates to the census block level.

Housing authorities records

These authorities keep records for housing units under construction; occupied housing units; vacant units undergoing rehabilitation, but eligible for occupancy; and inhabitable housing units.

Tribal, village, or Indian Health Service/ Environmental Health Office records

These offices may have records of housing units because they are responsible for environmental concerns, such as sewage disposal and water wells.

Tribal, village, or Bureau of Indian Affairs (BIA) Housing Improvement Program records

These programs are responsible for an annual consolidation of the housing stock, which includes information on the number of existing occupied units; vacant units eligible for occupancy; housing units in substandard condition; housing units needing renovation; and housing units needing replacement.

Tribal, village, or BIA enrollment records

You may use enrollment records, but use caution when using this source to create local housing unit estimates. These records usually reflect individuals (and/or families) enrolled in a specific tribe regardless of where the individuals live. For this reason, enrollment records may not provide adequate information to create tallies showing the number of housing units located within the reservation or on off-reservation trust lands.

What information does the Census Bureau need?

Block Summary Tallies

The Census Bureau is very interested in obtaining each participant's advice about the number of residential addresses that should be on the Census address list for each census block. Jurisdictions may find some census housing unit tallies that do not agree with their housing unit tallies. The Census Bureau will only accept corrections to the block housing unit summary list. Please provide all corrected housing unit counts to the Census Bureau in the same computer file format or on the paper forms provided. **The Census address list is for reference purposes only.**

Map updates

The Census Bureau also is very interested in obtaining updates to its maps showing the location of any missing streets, corrections to street names, and other corrections about streets, such as their location in relation to the boundary of the jurisdiction or incorrectly displayed intersections.

What happens to the local and tribal corrections?

After a participating government finishes its review and update of the census block housing unit summary list and related maps, it must return the materials to their Census Bureau regional census center. The Census Bureau will review the differences noted on to the census block housing unit summary list and will digitize the map corrections by adding them to its Topologically Integrated Geographic Encoding and Referencing (TIGER) data base. The Census Bureau will determine which census blocks require field checking and send field listers out to recheck them. The Census Bureau will provide detailed feedback showing the results of the recheck starting in March 1999, after temporary Census Bureau staff conduct the field check. Once the Census Bureau delivers the feedback materials to participating local and tribal governments, if the government is not satisfied with the Census Bureau's new housing unit total for any block, it can appeal to staff at the Federal Office of Budget and Management (OMB), which has set up an appeals process staffed by individuals that do not work for the U.S. Department of Commerce.

How can I contact the Census Bureau?

Please contact the Census Bureau's regional census center that covers your area if you need more information about the 1999 Address List Review; there is a toll-free telephone number (888-688-6948) for doing so. Each regional census center also has an E-mail address so they can assist jurisdictions seeking to communicate in that manner.

Office	Telephone	Email
Atlanta	404-331-1339	atlluca@ccmail.census.gov
Boston	617-424-0513	bosluca@ccmail.census.gov
Charlotte	704-344-6440	chaluca@ccmail.census.gov
Chicago	312-353-9605	chiluca@ccmail.census.gov
Dallas	214-655-3064	dalluca@ccmail.census.gov
Denver	303-231-5015	denluca@ccmail.census.gov
Detroit	248-967-9527	detluca@ccmail.census.gov
Kansas City	816-801-2010	kcluca@ccmail.census.gov
Los Angeles	818-904-6415	laluca@ccmail.census.gov
New York	212-620-4803	nyluca@ccmail.census.gov
Philadelphia	215-597-1139	philuca@ccmail.census.gov
Seattle	206-553-5905	sealuca@ccmail.census.gov

You also can call the technical help desk using their toll-free number (888-879-6656). They can help with inquiries about computer hardware and software requirements and computer file management and handling issues.

Training

The Census Bureau will hold workshops to train 1999 Address List Review participants. Those governments that also participated in the 1998 program should attend again to learn about the program changes for 1999. Call your Census Bureau regional census center to find out when a training session will be available for your jurisdiction. Training workshops will begin in November 1998 and will continue into February 1999.

Confidentiality

When the Census Bureau collects information from or about an individual or their address, each worker is required by law to maintain the confidentiality of that information. Public Law 103-430 amended Chapter 1 of Title 13 of the United States Code to allow liaisons appointed by local and tribal governments to review the Census Bureau's address list for their area. The locally-appointed liaisons are required to keep the address information and related maps showing housing unit locations confidential and to use these addresses only for census purposes. The Census Bureau is providing an Address List Review Confidentiality Agreement to all interested jurisdictions. The Census Bureau will not transmit the Address List Review materials to a jurisdiction until it receives a completed Address List Review Confidentiality Agreement from each participating local or tribal official (or designated reviewer). If your jurisdiction participated in the 1998 Address List Review opportunity and you signed the Confidentiality Agreement, then you only need to add signatures for new reviewers.

Block Tally Challenges

The address list the Census Bureau is preparing for Census 2000 is designed to include all residential addresses in each jurisdiction, including all housing units, apartments, or other structures where an individual lives or could live. (Note: The Census Bureau's process for gathering "special place" addresses — college dormitories, boarding houses, shelters for transients, and so forth — will occur later. For this reason, these addresses generally will not appear on the address list, and will not be included in the tallies by census block that jurisdictions will receive.) The Census 2000 address list and block tally should not include addresses for structures or units that are not used as residences, such as buildings or suites that are used strictly by businesses, churches, schools, or other facilities where people do not live.

Summary of Address List Review Activities

- ✓ Relay your interest in participating to the Census Bureau
- ✓ Designate a liaison
- ✓ Sign and return the Confidentiality Agreement
- ✓ Tell the Census Bureau how you want to receive the block summary tallies and Census address list-printout (specify sort) or computer-readable format
- ✓ Identify available address source materials for your own use
- ✓ Plan your strategy for reviewing the block summary tallies
- ✓ Attend training
- ✓ Review the block summary tallies
- ✓ Return the block summary tables noting blocks with housing unit count discrepancies and maps with corrections